THE ANNUAL REPORT
1990 - 1991

Calgary Regional Planning Commission

Partners in Planning
1951 - 1991

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1951 - 1991

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Partners in Planning
1951 - 1991

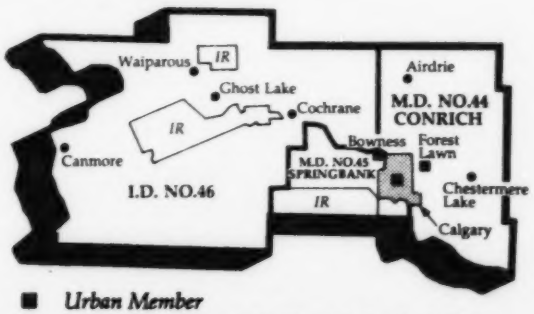
In the Beginning...

The history of the Calgary Regional Planning Commission is the history of a successful partnership between the Commission, the citizens of the Region, and elected governments at municipal and provincial levels. These Partners in Planning have worked together for four decades to help shape the physical and economic environment of this dynamic region of Alberta.

The first Regional Planning Commission in the Calgary area, and to our knowledge the first in Alberta, was formed in 1948 on local initiative and with consent from the Minister of Public Works. However it was not until July 12, 1951 that there was established the Calgary District Planning Commission, as we were then known. By that time responsibility for regional planning had been transferred to the Minister of Municipal Affairs, the Province agreed to contribute to the budget, and the Commission began to employ its own staff.

The 1951 District Planning Commission comprised the same six units of government which had initiated the Regional Planning Commission in 1948: the City of Calgary, the Villages of Bowness and Forest Lawn, the Municipal Districts of Conrich No. 44 and Springbank No. 45 and Local Improvement District No. 46, which stretched as far west as the Banff Park gates. These six founding members, and the neighbouring municipalities who later joined the Commission, faced a range of planning issues during the ensuing four decades of unprecedented change in the Region's development. Let us capture the flavour of each of these decades as we follow the Commission's progress in the following brief review.

1951 Planning Area



■ *Urban Member*
IR Indian Reserves outside Commission jurisdiction
All rural municipalities appointed Members

The Nineteen Fifties

The decade of the '50s was ushered in by the Baby Boom and the Oil Boom. Unprecedented development pressure and increasing car ownership brought demands for housing, sewer and water facilities, drive-in theatres and roads. Few policies were in place to address these issues. Until the mid-'50s the Commission's work program was dominated by the processing of applications, and the preparation and adoption of co-ordinated zoning by-laws and building codes for its member municipalities. Policies were established to control the size and location of so-called auto courts, a type of campground which sometimes contained rough shacks with no sanitation, hastily thrown together to house transient workers.

While the Commission was struggling to control development on the front lines, the Province recognized the need to take a broader view of metropolitan development around both Calgary and Edmonton. A Royal Commission on metropolitan development, under the leadership of Fred McNally, reported in 1956. Its recommendations were to have a major influence on planning policy in the Calgary Region for the remainder of the decade and beyond. These recommendations were built around the key concept of "uni-city" which held that development clustered around an urban centre and linked to it by strong economic, social or geographic ties should be governed by that urban centre. The uni-city concept was consistent with the large annexation granted to the City in the same year as the McNally report was published.

In the wake of the McNally Report followed changes which had a significant impact on planning in the Region and on the Commission's operations. An amendment to the Town and Rural Planning Act in 1957 made the preparation of a regional plan mandatory and prescribed its scope. The Commission was now authorized also to study and recommend on a wide range of substantive planning issues including annexations, utilities, natural resource conservation, pollution and flood control, and the attraction and development of industry.

Three chairmen guided the District Planning Commission through its first decade:

1951-1955 Mr. G.M. Brown, City of Calgary

1955-1958 Mr. A.P. Schmaltz, Village of Bowness

1958-1960 Ms. Mary Dover, City of Calgary

Mr. Brown was also the founding Chairman of the forerunner to the District Planning Commission from 1948-1951.

The Commission had begun the decade with a full time staff of one assistant planner, Rhys Smith, under the direction of Calgary's town planner A.G. Martin. McNally recommended the separation of Commission staff, by then ten in number, from that of the City. The Commission moved out of City Hall to new quarters at 214 - 5th Avenue S.E. in 1957 and Rhys Smith became Director - a post he was to hold until 1980. The Province paid 50% of the annual budget, Calgary 25% and the remaining member municipalities a share based on their assessed property value. The budget in the first full year of operation, April 1952 - March 1953, was $27,000. In 1959-1960 it had more than doubled to almost $62,000.

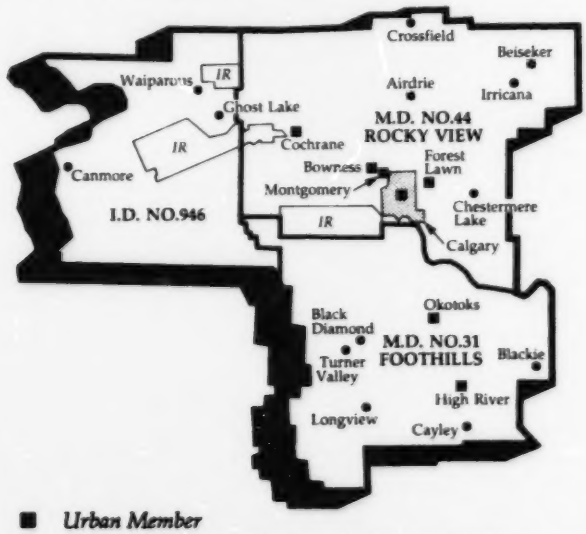
On the question of the Commission's composition, the establishing Order in Council determined that each municipality was to send one representative and that the Province was to appoint not more than three representatives. Changes to the legislation in 1955 required that municipal representatives be elected members of the local council. Further changes in 1958 allowed for two representatives from the City of Calgary.

The original six member municipalities were joined by others during the decade: Cochrane in 1953, Foothills in 1954, Okotoks and High River in 1956. Conrich, Springbank and part of I.D. 46 were amalgamated with parts of three MDs to the north to form the M.D. of Calgary No. 44 in 1955. The name was changed to the M.D. of Rocky

View a year later. In 1959 the Town of Montgomery began to represent itself rather than be represented by I.D. 46. By the end of the decade the planning region boasted a population of approximately 250,000.

The '50s had begun with the Commission and its member municipalities struggling to co-ordinate rapid and uncontrolled development without the benefit of a policy framework. Throughout the decade references in the minutes of the Commission persistently complained of being preoccupied with subdivision and development matters, leaving no time for broader planning issues. Nevertheless, by the end of the decade some important policy direction had been established and the Commission had begun work on its first regional plan.

1960 Planning Area



■ *Urban Member*

IR Indian Reserves outside Commission jurisdiction

All rural municipalities appointed Members

The Nineteen Sixties

During the '60s, the oil industry in Calgary paid generous salaries. Growing Baby Boomer families formed an energetic and increasingly affluent population which pushed out to the suburbs and beyond in search of housing and recreation.

The City of Calgary, encouraged by the McNally Report, undertook a massive annexation in 1961 and smaller annexations in the following years. By 1964, eight years after publication of the McNally recommendations, Calgary had annexed Forest Lawn, Bowness, Montgomery, and large tracts from Rocky View and Foothills. The area of the City increased from approximately 41 square miles in 1951 to 156 square miles in 1964. Control of metropolitan growth now lay effectively in the hands of the central city, in accordance with the uni-city principle.

But growth pressures did not halt at the City boundary. Several of the smaller nearby urban centres were granted annexations to accommodate their development demands. The Commission's agenda for the rural areas in the early '60s was dominated by recreation proposals, including campgrounds, ski-facilities and summer cottages. Policies to deal with these issues were painstakingly developed and incorporated in 1963 into the Commission's first Preliminary Regional Plan, the adoption of which was by then no longer a mandatory requirement in the legislation. That Plan, though very general in nature, also contained the Commission's first policy attempt to protect future growth options in the "Extended Urban Area" surrounding urban municipalities.

As the decade progressed, the problems associated with scattered country residential development emerged as a major issue. These problems threatened to undermine the rural economy because of the loss of good agricultural land and the burden of providing municipal and school services to a scattered population. Studies which grew out of the debates on this issue were published in the late '60s but the absence of firm policy created frustration and delays in processing

country residential subdivision and development applications.

A firm policy was not lacking, however, with respect to the location of industry. The Commission's repeated refusal to allow industrial development outside urban centres illustrated above all else its determination to keep town and country separate. This was to prove a politically divisive issue which was only temporarily resolved by the Planning Board's decision in 1968 to uphold on appeal the Commission's refusal to amend its Regional Plan to allow industry in the "Extended Urban Area".

A new Provincial Planning Act in 1963 reinstated the name "Regional" and authorized commissions to administer the Subdivision and Transfer Regulation. In 1968 amendments to the Act made mandatory the preparation of a new Preliminary Regional Plan before 1972. Adequate study of regional planning issues and progress on municipal by-laws was hampered throughout the '60s by two long-standing problems: the paperwork required by the subdivision process, and the scarcity of qualified planners. The Commission advocated more autonomy in the administration of the Subdivision and Transfer Regulation and made desperate attempts to attract more staff - but to no avail. The total staff complement increased by only two during this period, although contract staff were frequently hired for special projects. By the end of the decade the budget had tripled but dissatisfaction with the availability of planning services was widespread amongst the Region's municipalities. Commission offices were moved twice during the '60s: to 343 - 11 Avenue S.W. in 1961 and to 204 Glenmore Trail S.W. in 1967.

Leadership of the Commission was shared by six chairmen during the '60s:

1960-1961 Mr. C.M. Young, Town of High River

1961-1962 Mr. J.L. Bull, M.D. of Rocky View

1962-1964 Mr. G. Garland, Village of Bowness

1964-1966 Mr. R.G. Lester, M.D. of Rocky View

1966-1967 Mr. H. Hamilton, Village of Airdrie

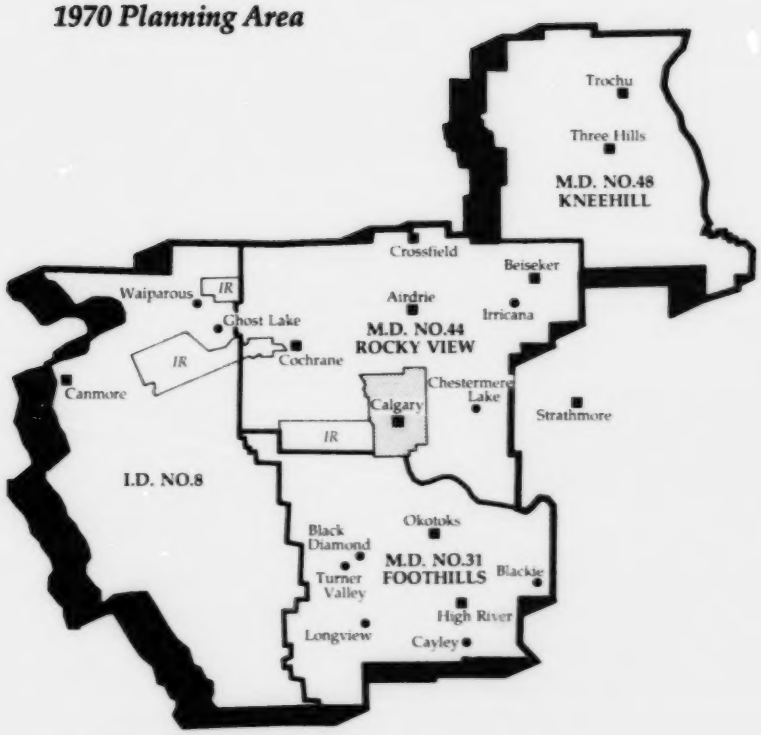
1968-1970 Mr. H. Engert, Village of Cochrane

Membership criteria were affected by changes to the legislation in 1968 and 1969. The Planning Board was given the power to appoint not more than five members to represent the Government and, on the recommendation of the Commission, not more than two to represent the public. The Minister could now appoint a staff representative from the Improvement District also. The City was allowed to send three representatives instead of two.

Municipal membership in the Commission had increased to fourteen by 1969. The Town of Three Hills joined in 1960; the Village of Airdrie in 1961 and the Town of Trochu in 1963. The Villages of Beiseker and Canmore became members in 1965. The M.D. of Kneehill and the Town of Strathmore joined in 1966. Additions in 1968, initiated for the first time by the Province rather than locally, brought in more municipalities to the Planning Area without increasing the number of Members who attended Commission meetings. Amendments to the Act in 1968, however, charged the Commission with the duty of assisting all municipalities in the new Region, whether or not they sent representatives to the meetings. The amendments also required all municipalities in the Region to pay their share of the Commission's funding and allowed them to vote on matters which directly affected them. The total population of the region stood at about 425,000 by the end of the decade.

The Commission grew in confidence during the '60s. Despite some inconclusive debates it had begun to establish a policy framework and had classified its procedures for dealing with the mounting development pressure which was to erupt into a period of even more explosive growth in the '70s.

1970 Planning Area



■ *Urban Member*

IR Indian Reserves outside Commission jurisdiction

All rural municipalities appointed Members

The Nineteen Seventies

The decade of the '70s will be remembered as a heady and exciting time. The Baby Boomers moved into the labour market and into the housing market. Interest rates and inflation skyrocketed and housing prices in Calgary tripled. The population of the small urban centres surrounding the City swelled as people moved to enjoy a calmer lifestyle and to avoid the higher costs of living in the central city.

This growth was fuelled by soaring oil prices, from $3.35 a barrel in 1970 to $37.00 a barrel in 1980. After Peter Lougheed charged into office in 1971, ending thirty-six years of Social Credit rule, one of the first things he did was to increase oil royalties paid to the Province. One of the beneficiaries of swelling Provincial coffers was the regional planning system which, after 1971, was financed through the Alberta Planning Fund. Approximately 60% of the Fund came from the general revenues of the Province and the remaining 40% from Provincial requisitions on municipalities throughout the Province. From its 1970 level of $145,000, the Commission's budget expenditures jumped to $842,000 in 1975 and to $1,272,000 in 1979.

The accelerating rate of growth in the '70s led the City of Calgary to look again at its long-term land needs. A comprehensive application in 1978 to annex 50 square miles was endorsed by the Local Authorities Board in a continuation of its support for McNally's uni-city concept. Although the Cabinet reduced the size of the area to 25 square miles much of the balance of the lands applied for in 1978 was subsequently annexed a few years later.

The dramatic increase in development activity was accompanied by a new emphasis on public participation, especially focused on environmental and public safety issues: floodplain development, pipeline locations, sour gas facilities, and the storage of dangerous chemicals. The Commission led the way in lobbying the Province for regulations or guidelines in all four of these areas and, in the absence of such controls, adopted its own. The Commission was also an early advocate of a comprehensive Provincial approach to developments in the Eastern

Slopes and was invited to submit a brief to the Environment Conservation Authority hearing on this subject. Similarly a lead role was played by the Commission in the development of airport vicinity protection policies. Before these became adopted into Provincial regulations, the Commission had put in place its own version for application to the Calgary International Airport.

A new Regional Plan adopted in 1971 sought a definitive resolution of the major regional issues which had come to a head at the end of the previous decade: the regulation of country residential development to protect good agricultural land and the maintenance of a distinction between urban and rural development - especially with respect to the continued policies against non-agricultural related industries near urban centres. The Plan relied on a system of districts which prescribed uses and densities. It required regional plan amendments for proposals which exceeded these densities in both urban and rural jurisdictions. It established standards through mandatory policies. In short, the 1971 Plan was an unashamed regulation and control document which withstood enormous development pressure during this decade of prodigious growth in the history of the Calgary Region. But the number of appeals, especially against decisions based on the Plan's rural industrial policy, and the rapidly accelerating pace of development, combined by the middle of the decade to signal the need for another Plan review.

Because of better funding there were now more staff resources available to do the long range planning and research required for a thorough review. A major Growth Study was completed as background for a new Plan, the first draft of which was completed in 1979. The process of preparing the new Plan sparked a far-reaching political debate on the balance between regional control and municipal autonomy and it was to be five years before a new Plan, radically different from the 1979 draft, was in place.

The stage for this political debate had been set at the Provincial level

by the Planning Act review, launched in 1973 and completed with the adoption of a new Act in 1977. A 1973 discussion paper, known as "The Red Book", suggested a "more dynamic role" for regional planning guided by a more coherent and co-ordinated Provincial policy related to land use. It pointed to a dramatic strengthening and broadening of the functions of regional planning commissions and a greater centralization of control, especially in the Calgary and Edmonton metropolitan regions which were to have their plans prepared by the Planning Board.

Debate on these proposals reached an impasse and the outcome, in the shape of the 1977 Planning Act, avoided a conclusion and failed to introduce any substantial changes to the 1963 Act which it replaced. It did make regional plans mandatory and, except for some smaller municipalities, required the adoption of general municipal plans and land use by-laws in conformity with regional plans. But the contents of these plans were left largely to the discretion of their authors subject, in the case of a regional plan, to Provincial approval. Thus the balance of control within the hierarchy of plans and amongst planning authorities was left to be determined by future decision makers attempting to implement the new Act.

In response to the economic boom and with the benefit of long-awaited, sound funding, the Commission's staff grew dramatically from 12 in 1970 to 49 in 1975 and remained near that level for the rest of the decade. But the Commission seldom found itself with a core of long-term employees to provide continuity. The lack of qualified staff in the '50s and '60s was replaced by intense competition for well-educated Baby Boomers, and turnover was to disrupt Commission staff operations until the early '80s. The Commission changed office premises twice during the '70s: to 339 - 58th Avenue S.E. in 1972 and to our present location at 4303 - 11th Street S.E. in 1978.

The chair of the Commission was successively occupied for most of the

'70s by two men:

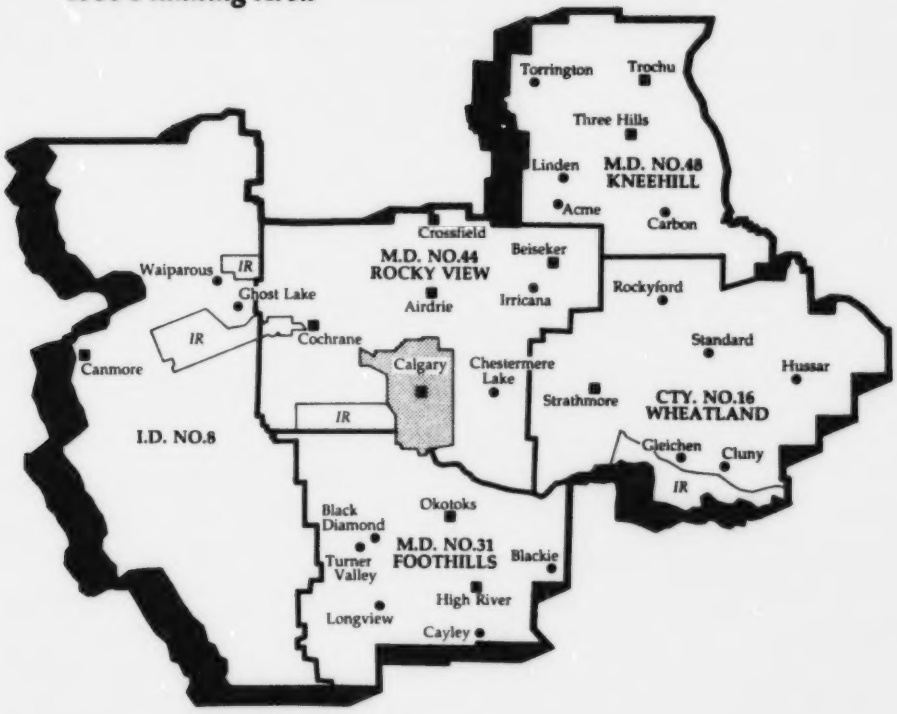
1970-1977 Mr. L.L. Schmaltz, Village of Beiseker

1977-1980 Mr. Fred Ball, M.D. of Foothills

By the end of the decade services had been extended to 33 municipalities, 16 of which appointed the 18 Commission Members, including three from the City of Calgary. By this time the Province had ceased to have Members except to represent Improvement District No. 8. In the west the boundaries of Improvement District No. 8 were changed in 1969 and the whole district included in the Commission's area. Eastward expansion in 1972 brought in the County of Wheatland, the M.D. of Starland, Improvement District No. 7 and the City of Drumheller, although these last three were reassigned to a newly created Palliser Regional Planning Commission in 1978. Participation in the east was further consolidated when Carbon, Hussar, Standard and Acme joined in 1975 and 1976. Services were extended also in the older areas of the Region: to Crossfield in 1970, Ghost Lake in 1973, Longview in 1974, Irricana and Turner Valley in 1975. By 1980 the Region's population had reached 622,000.

The '70s had been a tumultuous decade of growth. Increased funding allowed staff to respond with a better balance between short- and long-term planning than in the previous two decades. The pressure for decision making and shifting perceptions of roles in the planning process produced heated debate and deep divisions amongst the Members. The unfinished new regional plan was the lightning rod for these differences as the Commission entered the '80s.

1980 Planning Area



■ *Urban Member*

IR Indian Reserves outside Commission jurisdiction

All rural municipalities appointed Members

The Nineteen Eighties

The economic boom ended in the '80s. After three decades of sustained growth the Commission was faced, in 1982, with a sudden and unexpected economic downturn which deepened to a recession in 1983-1984. A brief recovery was followed by another recession in 1986 when the bottom fell out of the oil market: the price of a barrel of oil fell from $37 in 1980 to $16 in 1986. There was an uneven recovery by the end of the decade but few were predicting a return to the boom conditions of the '70s.

Fluctuations in the economy did little to alter the raging policy debates carried over from the previous decades - debates over the balance of control amongst planning authorities, urban fringe developments, rural industry, the preservation of agricultural land, urbanization strategy, environmental protection, and recreation. During the course of the decade all of these issues were confronted and resolved to an extent which hardly seemed possible at the outset.

Questions left unanswered in the 1977 Planning Act about the balance of authority amongst the provincial, regional and municipal levels of planning were answered in the political process of obtaining Provincial approval for the new Regional Plan. In the early years of the '80s, control over the nature and general content of regional plans became centralized in the hands of the Province. The Province achieved this by issuing what were euphemistically called Guidelines and then refusing to approve any proposed regional plans or regional plan amendments which did not comply with them in almost every respect.

Guidelines for the preparation of regional plans were first issued by the Alberta Planning Board in 1980 and were subsequently supplemented by rural industrial guidelines in 1981. In 1982 the regional plan guidelines were revised and made more specific in a supplementary "Framework". Regional planning commissions were left to produce their plans within this framework, but were given clear direction that the plans "were intended to serve as general policy documents...

without undue encroachment upon either municipal or provincial areas of jurisdiction."

After its 1979 draft, the Commission revised, adopted and submitted to the Board a proposed regional plan on four occasions: 1980, 1982, 1983 and 1984. On the fourth try the Board approved and the Minister ratified the new Regional Plan, which is still in effect.

In the 1984 Plan, advisory policies and inter-municipal co-operation replaced the mandatory regulation and density control found in the 1971 Plan. This proved to be a particularly successful approach to the implementation of the Plan's urban fringe policies. These policies, reminiscent in some respects of the "Extended Urban Area" policies in the 1963 Plan, sought to protect future urban growth options by establishing a fringe around each urban centre. Neighbouring urban and rural municipalities were then encouraged to refine the initial fringe boundary through negotiation, devise additional policies to apply to that fringe if they wished, and incorporate the resulting agreement into the Regional Plan. By the end of the decade 17 refined urban fringes, including one surrounding the City of Calgary, were in place.

The normally adversarial process of annexation was a co-operative exercise when placed in the context of urban fringe negotiations, so that non-contested annexations became the norm in the '80s. The most notable was a comprehensive application by the City of Calgary in 1989 to annex 95 square miles from its rural neighbours. Despite agreement from the M.D.s of Rocky View and Foothills and unanimous support from the Commission, the Province, on the recommendation of the Local Authorities Board, granted little over half of the land applied for.

After 30 years of contention, the deadlock on the rural industrial issue was broken in the early years of the decade. Rural industry, defined to generally complement rather than compete with urban industry, was

permitted and encouraged to cluster where feasible into rural industrial parks. Several such parks were subsequently approved but not all were developed because of adverse economic conditions. One major new rural industry which did proceed, the MagCan plant near Aldersyde in the M.D. of Foothills, was to send shock waves throughout the Region and beyond when it closed in 1991 before reaching full production.

The conflict between country residential development and the preservation of good agricultural land, an issue which first came to the fore in the '60s, was addressed in the 1984 Plan and subsequent amendments. In one of the few mandatory policies in the Plan, country residential uses on good agricultural land were prohibited, except to allow the first parcel out of a previously unsubdivided quarter section. Land already fragmented into 20-acre parcels or smaller was no longer considered good for agriculture, which meant that these areas could be resubdivided even if the soil classification was good.

Protection of the environment was a major issue in the '80s and the Commission was on the leading edge with its publication of the first region-wide study of environmentally significant areas in 1983. The Commission decided not to translate the specifics of the study into regional policy, but it became an important source document for regional and municipal planning decisions.

The new policies and positions on urban fringe, annexation, rural industry, country residential development, and the environment reflected the regional urbanization strategy which was incorporated into the 1984 Plan - a strategy which might be characterized as a kinder interpretation of the uni-city policy which has guided the Commission since the McNally Report in 1956. The strategy continued to see Calgary as the focus of urban expansion, but also fostered balanced urban growth in the other existing urban centres throughout the region. It continued to encourage a distinct separation between rural and urban components, but it recognized the need to meet demands for

quasi-urban development also.

As the decade ended, tourism and recreation, especially recreation settlements, emerged as major concerns which required regional policy attention. It was not until the beginning of the following decade that the Commission was able to reconcile widely different views on this issue.

Although regional policy making dominated the Commission's political agenda, the majority of its budget continued to be spent on providing planning advisory services to municipalities in the region. The reduced demand for these services resulting from the general decline in economic activity was partly offset by spin-off from the 1988 Winter Olympics. Planning services were supported in part by the development of a region-wide computerized information system which made the Commission a leader in this field. Regional research focused on socio-economic and environmental analysis and forecasts to provide a regional context for local revitalization.

The Commission's role in subdivision declined during the '80s. Until 1983 it was the subdivision approving authority for the entire region outside the City of Calgary. Between then and the end of the decade subdivision approving authority was delegated to four other municipalities: the M.D. of Rocky View, the City of Airdrie, the M.D. of Foothills, and the Town of Canmore. The County of Wheatland followed soon afterwards in 1991. This left the Commission to administer subdivision in the remaining 22 municipalities. In 1986 the Commission brought a test case to the Court of Appeal of Alberta and was successful in establishing the right of regional planning commissions to appeal decisions by municipal subdivision approving authorities, whenever a regional plan is in issue. In its decision the Court reinforced "the significance of the idea of a regional plan."

The Commission was led by five chairmen during the '80s:

1981-1984 Ms. Lucille Dougherty, Town of High River

1984-1986 Mr. Bob Hawkesworth, City of Calgary

1986-1988 Dr. Jacqueline Cheng, Town of Canmore

1988-1989 Mr. Gordon Stehr, M.D. of Bighorn

1989- Dr. Dan Campbell, Town of High River

Staff changes during the decade started at the top. Rhys Smith retired in 1980 after almost 30 years with the Commission, the last 23 as Director. He was replaced by Ivan Robinson who remains in that position. The new Director was soon faced with the task of reducing staff. In 1983 the Alberta Planning Board initiated a program of budget restraint and staff downsizing for regional planning commissions. Budget expenditures in CRPC peaked at $2,317,000 in 1983 and reached a low of $1,836,000 in 1988. Increases remained below the rate of inflation to bring the 1989 total to $1,871,000. The staff reductions required by the Board were unevenly spread amongst the commissions so that the smaller ones experienced no losses while the larger were reduced most. CRPC, the largest commission organization in the province, lost more staff than any other: from 53 in 1982 to 31 in 1986, a reduction in the order of 41%. This staff complement was maintained for the rest of the decade amid a mounting backlog of unsatisfied work requests from the Region's municipalities.

The absence of criteria for membership of the Commission came under fire during debate on a new regional plan in the early '80s. A Membership Review Committee of the Commission finally agreed in 1984 on guidelines for membership based on municipal population. As a result four municipalities appointed Members for the first time: the Summer Village of Chestermere Lake, the Village of Irricana, and the Town of Turner Valley in 1984, and the Town of Black Diamond in 1986. The two larger municipal districts increased their voting members from one to two: Rocky View in 1984 and Foothills in 1985.

In 1982 the M.D. of Kneehill and the six urban centres within its

boundaries transferred to Palliser Regional Planning Commission at their own request. Three of these municipalities, the M.D., the Town of Three Hills, and the Town of Trochu, had had representatives appointed to CRPC. In 1983 the Province created Improvement District No. 5 from a portion of Improvement District No. 8 and removed it from the Regional Planning Area. The new I.D. was mostly crown land in Kananaskis Country. In 1988 Improvement District No. 8 was further reduced in size by the creation of the M.D. of Bighorn, which continued to send a Member to the Commission. Another new municipality, the Summer Village of Waiparous, was formed in 1986 and joined the list of municipalities without regular representation on the Commission. At the end of the decade there were 28 municipalities in the Region with 17 of them appointing 21 Members to sit on the Commission. The population of the Region in 1990 was 773,000.

1990 Planning Area

■ *Urban Member*

IR Indian Reserves outside Commission jurisdiction

All rural municipalities, except I.D. No. 8, appointed Members

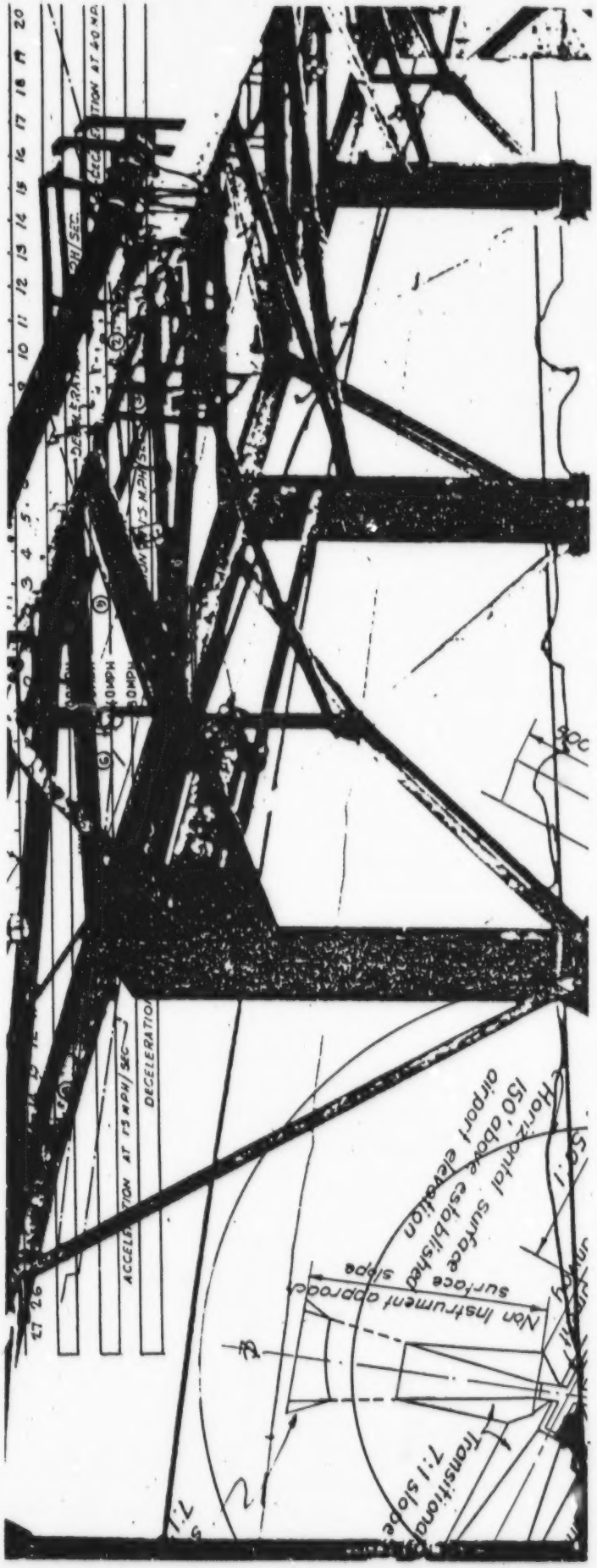
Unlike previous decades, change in the '80s was linked with decline, not growth. As a consequence, the Commission returned to a condition of chronic under funding which restricted its capacity to provide needed services to its constituent municipalities. But it was also a decade of significant achievement, especially in regional policy development and technological advances in the planning services provided to our client municipalities.

Retrospect and Prospect

Why is the Calgary Region an attractive place to live? The standard answer will usually include some reference to the climate or to the mountains, foothills and prairies, and it's true that our location in an outstanding natural environment is a basic advantage. But the key to our enjoyment of that environment has been its wise use. The Calgary Regional Planning Commission and its Partners in Planning have played a modest but important role in guiding that use. We have helped to plan and manage substantial change during the past four decades, not always without a struggle or without mistakes - and we have done a creditable job.

The Commission enters the '90s with a well-earned confidence in its ability to contribute meaningfully to the future of what is coming to be regarded as one of the most liveable regions in the nation.

Researched by Myrna Tierney, Commission Librarian



THE COMMISSION

RESPONSIBILITIES AND JURISDICTION

The Calgary Regional Planning Commission is one of ten regional planning commissions established under the Planning Act of Alberta and funded jointly by the municipal and provincial levels of government through the Alberta Planning Fund. Within the region its principal responsibilities are to:

- administer the Regional Plan;
- exercise subdivision approving authority where this has not been delegated to municipalities;
- provide planning advice and assistance to municipal councils;
- advise on annexations;
- encourage public participation in planning.

COMMISSION MEMBERSHIP

March 31st, 1991

Municipalities	Members	Alternates
City of Airdrie	Mr. Alan Warnock	Mr. Dan Oneil
		Mr. Rey Rawlins
Village of Beiseker	Mr. Dave Fegan	Ms. Gaye Stewart
M.D. of Bighorn No. 8	Mr. Bruce Kendall	Ms. Lorraine Fraser
Town of Black Diamond	Ms. Esther Rogers	Ms. Joyce Bowlby
City of Calgary	Mr. Craig Reid	Mr. Ray Clark
	Mr. Glen Johnston	Ms. Sharon Fisk
	Mr. John Schmal	Ms. Yvonne Fritz
		Ms. Sue Higgins
		Mr. Dale Hodges
		Ms. Carol Kraychy
		Mr. Ron Leigh
		Ms. Bev Longstaff
		Mr. Richard Magnus
		Ms. Barbara Scott
		Mr. Rick Smith
S.V. of Chestermere Lake	Ms. Elaine Peake	Mr. Vic Tkachuk
Town of Canmore	Mr. John Kende	Ms. Paula Andrews
		Mr. Bob Reynolds
Town of Cochrane	Mr. Bill Middleton	Ms. Lydia Graham
		Mr. Paul Daniels
		Ms. Susan Edmunds
		Ms. Melanie Friesen
		Mr. Verne Friesen
		Mr. Jerry Jankiewicz
Town of Crossfield	Mr. Dean Joyce	Mr. Edward Murray
M.D. of Foothills No. 31	Mr. Fred Ball	Mr. Frank Goettler
	Mr. Norman Podesky	Ms. Gwen Blatz
Town of High River	Dr. Dan Campbell	Mr. Richard Meyer
Village of Irricana	Ms. Maggie Daubert	Mr. Dan Raven
Town of Okotoks	Ms. Diana Hocking	Mr. John Tulick
M.D. of Rocky View No. 44	Mr. Derry MacFarlane	Ms. Gloria Wilkinson
	Ms. Carol Jorgensen	Mr. Gord Vincent
Town of Strathmore	Mr. Terry Peterson	Mr. Gary Hovdebo
Town of Turner Valley	Mr. Jack Pitter	Mr. Hal Rugg
County of Wheatland No. 16	Mr. Ken Seitz	Mr. Charles Hall

Municipalities without Regular Representation

Village of Blackie	Town of Gleichen	Village of Standard
Village of Cayley	Village of Hussar	S.V. of Waiparous
Village of Cluny	Village of Longview	I.D. No. 8
S.V. of Ghost Lake	Village of Rockyford	

CHAIRMAN'S REMARKS

Alberta has led the nation in regional planning and, as we celebrate our 40th year, we at CRPC are proud to be forerunners in that tradition within the province. In the opening pages of this 1990-1991 Annual Report we have summarized the highlights of four decades of achievements by the "Partners in Planning" in the Calgary Region: the Commission, the citizens of the Region, and elected governments at municipal and provincial levels. In these remarks I want to turn to the more recent history of events in the past year.

From a political perspective the dominant achievement was progress towards a reconciliation of widely different views on the Regional Plan policy governing recreation settlements. This was an issue carried over from the 1989-1990 reporting year when attention was focused on deficiencies in the recreation settlement policies by a number of controversial site-specific proposals. There was a diversity of opinion amongst the Members on how recreational settlements should be defined, how they should be considered in the context of the Plan's regional urbanization strategy, and who should be involved in the approval process to ensure that local, inter-municipal and region-wide planning are integrated. All of these questions had been addressed by year end in a single alternative amendment to the Plan which the Members subsequently adopted in April.

This experience in finding common ground amongst seemingly irreconcilable viewpoints has strengthened the Commission. It has given Members renewed confidence in their ability to work together for the good of the whole region, while still protecting their local municipal interests. This is the essence of regional planning which can be tested only in the crucible of heated debate. I congratulate the Members for having survived that test with distinction.

Another policy amendment to the Regional Plan adopted by the Commission incorporated into the Plan a negotiated urban fringe agreement between the Town of Cochrane and the M.D. of Rocky View. This brought to 17 the number of such refined urban fringe areas in the region. The existence of the agreements accounts for the small number of site-specific urban fringe amendments processed by the Commission in 1990-1991 (6 compared with 20 in the previous year).

Our role in the subdivision process has declined during the past few years as municipalities decide to assume subdivision approving authority within their own jurisdiction. This year the Commission supported the delegation of authority to the County of Wheatland. The County became the sixth municipal subdivision approving authority in the region, leaving the Commission to administer subdivision in the remaining 22 municipalities.

Municipal advisory work is a service to our municipalities which, although it consumes more than half of our annual budget, is chronically underfunded. At the beginning of the 1990-1991 reporting year we had documented requests from municipalities for 24 person years of project work which we could not undertake because of inadequate funding for staff. We asked the Alberta Planning Board to review this situation for next year, but they were unable to relieve the situation because of shortages in the Alberta Planning Fund.

Our input into Provincial programs and processes was wide in its scope this year and there is a growing feeling amongst our Members that this is an appropriate use of

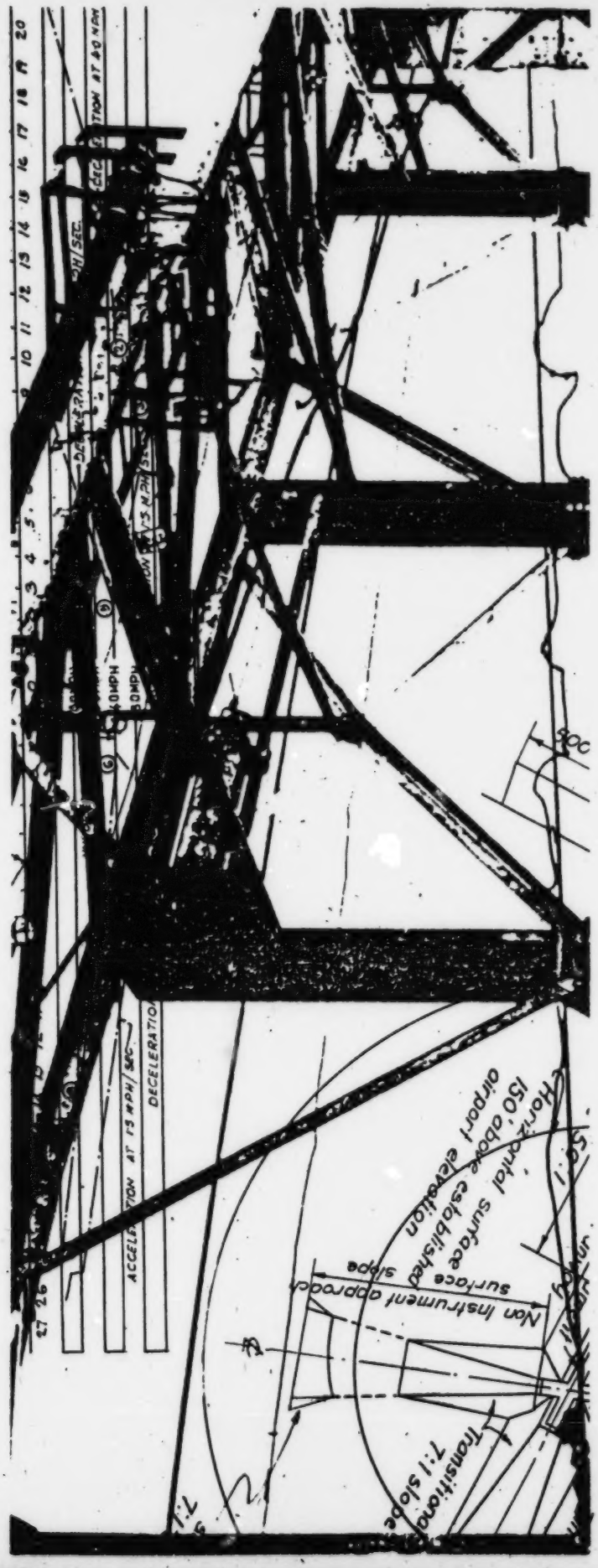
the regional forum provided by the Commission. For example, we co-ordinated a submission to Alberta Health on behalf of 21 municipalities in the region who called on the Provincial Government to increase its support for the Shock Trauma Air Rescue Society (STARS). In support of the initiative by the Minister of Municipal Affairs, we arranged a regional forum in Beiseker on the Local Development Initiative and prepared for the forum with a series of sub-regional meetings. The Commission also gave a great deal of thought to its input to the Municipal Statutes Review Committee (MSRC) on the subject of annexation procedures. Notwithstanding these contributions to the Province's policy and legislative programs it has to be said that lack of resources prevented us from participating as much as we should.

Our Annual Meeting in 1990 was arranged in conjunction with a study tour and luncheon. I thank the Members who guided us through parts of Calgary, Rocky View, Chestermere Lake, Wheatland and Strathmore. And I thank the Hon. Ray Speaker, Minister of Municipal Affairs, who joined us for the entire program.

Commission membership in 1990-1991 has been stable after the substantial changes brought about by the municipal elections in 1989. At the Organizational meeting in November 1990 there was one new Member: we thanked Lorraine Fraser for her past contribution as the Member from the M.D. of Bighorn and welcomed her replacement, Bruce Kendall.

At the same Organizational meeting the Members re-elected me to the Chair. My thanks go to the Members, and to the staff for their continued support and advice.

Dr. Dan Campbell, Chairman



THE STANDING COMMITTEES

COMMITTEE MEMBERSHIP

March 31st, 1991

Executive Committee

Dr. Dan Campbell, Town of High River (Chairman)
Mr. Fred Ball, M.D. of Foothills No. 31 (First Vice-Chairman)
Mr. John Schmal, City of Calgary (Second Vice-Chairman)

Co-ordinating and Research Committee*

Mr. Fred Ball, M.D. of Foothills No. 31 (ex-officio)
Dr. Dan Campbell, Town of High River (ex-officio)
Mr. Dave Fegan, Village of Beiseker
Ms. Diana Hocking, Town of Okotoks
Mr. Dean Joyce, Town of Crossfield
Mr. Bruce Kendall, M.D. of Bighorn No. 8
Mr. Derry MacFarlane, M.D. of Rocky View No. 44
Mr. Jack Pitter, Town of Turner Valley
Ms. Esther Rogers, Town of Black Diamond
Mr. John Schmal, City of Calgary (ex-officio)
Mr. Ken Seitz, County of Wheatland No. 16

Provincial Representatives

Ms. Brenda Jackson, Alberta Agriculture
Mr. Jack Glenn, Alberta Environment
Mr. Mike Seifert, Alberta Transportation

Roads Study Committee*

Mr. Fred Ball, M.D. of Foothills No. 31 (ex-officio)
Dr. Dan Campbell, Town of High River (ex-officio)
Ms. Carol Jorgensen, M.D. of Rocky View No. 44
Mr. Bruce Kendall, M.D. of Bighorn No. 8
Mr. Bill Middleton, Town of Cochrane
Mr. John Schmal, City of Calgary (ex-officio)
Mr. Ken Seitz, County of Wheatland No. 16
Mr. Alan Warnock, City of Airdrie

Public Advisory Committee of Environment Council of Alberta

Ms. Esther Rogers, Town of Black Diamond

* *Without a Chairman at March 31, 1991 because the committee had not met since its membership changed at the Organization Meeting in November, 1990.*

EXECUTIVE COMMITTEE

The Executive Committee met 13 times during the reporting year to deal with personnel and financial matters assigned to it in the Commission's Organization Manual.

Personnel matters took a high profile in the Committee's work largely because of the Alberta Planning Board's review of regional planning commission staff positions and salaries across the province. I sat on the joint regional planning commission/Alberta Planning Board committee which steered the review and am satisfied that it was carried out fairly and competently.

The main purpose of the position and salary review was to compare regional planning commission positions with their equivalents in the Alberta Public Service. In the case of CRPC, the review found 16 positions which would be classified differently if they were part of the Alberta Public Service. It also acknowledged, however, that the stand-alone nature of commissions and other characteristics of our working environment were additional factors which should be given weight and would, therefore, account for differences. After balancing the results of the review with these additional factors and with salary market conditions, the Executive approved the Director's recommendation to reclassify eight positions. This continues the Commission's long standing policy of using the Province's Pay Plans as its guide for application to Commission staff.

Financial planning focused on the recommendation to the Commission of a 1991-1992 Budget Submission to the Alberta Planning Board. Compared with the same accounts for 1990-1991, the Submission represented a 3.7% increase. New expenditures (building renovation debt servicing and G.S.T.) represented an additional 2.6% increase. The budget approved by the Board left us with a shortfall of $124,000 below the requirements estimated in our Submission. The approved budget includes funds to service the building renovations debt but it make no allowance for the increases we expect and it over-estimates miscellaneous revenues. A further contribution to the shortfall was the Board's decision not to provide funds to match the salary increases awarded to equivalent Provincial employees for 1991-1992.

We made two funding requests separately from the main operating budget: a computer related request in a range of $37,250 to $63,750, and a request to fund contract staff in order to reduce a backlog of 24 person years of municipal planning projects ($83,000). At year end the Board had not considered the computer related request and had refused the contract staff request.

These are some of the highlights of a significant year for the Executive Committee. I thank my fellow Committee Members, Fred Ball and John Schmal, for their support and enthusiasm.

Dr. Dan Campbell, Chairman

ROADS STUDY COMMITTEE

The Roads Study Committee meets annually to review future highways, highway relocations, improvements and extensions in the Commission area, and to present its comments on these subjects to Alberta Transportation and Utilities. The Committee also discusses the designation, location and extension of secondary roads in the Commission area and shares information on these matters amongst the municipal representatives at the meeting. The Committee traditionally meets once each year with representatives from Alberta Transportation and Utilities, the City of Calgary Transportation Department, and adjacent urban and rural municipalities.

At this year's meeting, which was held on May 4, 1990, Alberta Transportation and Utilities reviewed changes and improvements to the primary highways and secondary roads in the Calgary Region. Projects completed or proposed include work done over the entire Commission area. The Department's commitment to pave all secondary roads in the Province by the year 2000 was also discussed.

Items on the agenda from the City of Calgary included the year's work program and the Transportation Improvements Priority Study. Alberta Environment also discussed the Transportation and Utility Corridor, including its functions and program management. The Committee was also introduced to an Alberta Transportation and Utilities project to develop a regional transportation forecasting model. The study program is in the early stages and study progress will be reported at a future meeting.

Specific details of these and other projects are available from Alberta Transportation and Utilities, or Commission staff. In all, the Members find the meeting to be informative and we look forward to continuing contacts with the Department.

Ken Seitz, Chairman

CO-ORDINATING AND RESEARCH COMMITTEE

The Co-ordinating and Research Committee meets to study and co-ordinate general planning matters. Items that may be referred to the Committee include: information and research aimed at supporting planning in the region; inter-municipal planning matters, including annexation; and provincially initiated studies, referrals and other provincial liaison matters.

The Committee was active during the past year and dealt with a number of new and timely items including a review of the Regional Plan's recreation settlement policy, and other matters of provincial and regional importance. In July, the Members reviewed one document in the Prospect series - Tourism in the Next Decade. The report built on last year's work and examined those factors which will affect tourism in the decade to come. At year's end, other reports in the Prospect series were ready for review.

The Committee spent much of June, July and August continuing its review of the Regional Plan's recreation settlement policy. The Members considered changes to the definitions, philosophy and implementation sections of the Plan. Discussions focused on other issues as well, including the feasibility of tax sharing arrangements for these developments, the issue of urban incorporation, inter-municipal co-operation and joint planning measures. This issue was a very difficult one for the Committee and the Commission to resolve but I am pleased to report that at year's end a successful resolution to this issue was arrived at.

In July, the Committee reviewed an overview of the draft Bow Corridor Integrated Resource Plan and in August, the Members began discussions on distance separation for intensive livestock operations. The Alberta Conservation Strategy Framework report is on our agenda for the months ahead and we will be passing on our comments on this important document. In all, the Members were involved in a wide range of subject areas and we look forward to the challenges that lie ahead.

Derry MacFarlane, Chairman

Non instrument approach
surface slope
Horizontal surface established
150 above airport elevation
Transitional
7:1 slope
ACCELERATION AT 1.5 MPH/SEC
DECELERATION

THE STAFF

COMMISSION STAFF

March 31st, 1991

Director

Ivan Robinson

Regional and Rural Planning Division

Manager - John Rusling
Supervisor - Miles Cullum

Regional Planning Services

Kathy Beatson
Michele Broadhurst*
Lorie Pesowski*
Diane Pomeroy*
John Scholtz
Myrna Tierney

Rural Planning Services

Debra Bishop*
Linda Ratzlaff
Allison Williams

Urban Planning Division

Manager - Karl Nemeth
Supervisor - Fred Young
RIS Co-ordinator - Gail Sokolan
Ian Cope
Patricia Costen
Gordon Falk
Steve Hanhart
Nicholas Makale
Robert Maniago

Administration Division

Manager - Lyn Walker

Administration Services

Deanna Bruvold
Wendy Eastman
Jill Morgan
Darlene Perrier
Linda Staus

Drafting and Graphics

Co-ordinator - Kelly Laatsch
Graphic Artist - Mary Thomson*
Rae Brietzke
Sherry Gardin

1990/1991 Contracts

Regional and Rural Planning

Brian Bruce (Census)
Janet Steckley (Clerical)

Urban Planning

Shauna Beard (RIS)
Nancy Elder (RIS)
Laurie Kimber (RIS)
Bill Pollack (RIS)
Kari Stefanowski (RIS)

Administration

Janet Steckley (Reception)

** These staff members were permanent part-time employees.*

DIRECTOR'S REPORT

The demand from our client municipalities for professional planning advisory services continued to grow in 1990-1991 both in current operations and longer range project work, and our resources relative to that demand continued to decline.

A measure of the increases in current operation activity during the year is the dramatic jump in the number of development and redesignation referrals, from 357 in 1989-1990 to 547 in 1990-1991 - a 53% increase. Subdivision applications and referrals did not increase as dramatically but the number of lots approved rose from 544 in 1989-1990 to 966 in 1990-1991 - an increase of 78%. There was a noticeable slow down in subdivision activity towards the end of the year.

Longer range project work takes the form of requests for assistance in the preparation of the statutory plans and land use by-laws required under the Planning Act. The backlog in this work reached crisis proportions in 1990-1991. The written requests from our client municipalities represented 24 person years of demand which we were unable to satisfy.

Inadequate staff resources also limited our input to Provincial programs. As the Chairman has noted in his remarks at the beginning of this Annual Report, we did make useful contributions to these programs but there were also serious omissions. For example, we did not comment on proposals for changes to the Municipal Government Act, other than changes to the annexation process, and we provided no input to the Province's major review of environmental legislation, despite the fact that both these areas of legislation have important interfaces with the responsibilities of the regional planning commissions and their constituent municipalities.

Regional Plan development was dominated by assistance to the Co-ordinating and Research Committee and to the Commission on recreation settlements policy. Region-wide research took a back seat to this policy development but useful work continued on Prospect, our annual compendium of data and forecasts for socio-economic and environmental issues.

For the Commission's region-wide computerized information system, land-related data collection has been completed for all our urban centres and for portions of our rural areas. In the next financial year we shall be discussing with all of our municipalities the sharing of responsibility for maintaining and developing the system, using as the starting point the recently published final report of the Alberta Planning Board's Land Related Information System Pilot Study.

All of this planning work would not be possible without competent administrative and technical support services. These internal services rely more each year on office automation especially in drafting and graphics. Our word processing software now includes desktop publishing.

1990-1991 saw the implementation of the building renovations approved in the previous year with a budget of $350,000, most of which was borrowed on the equity in the thirteen-year old property. Approximately two-thirds of the material and labour costs were generated by upgrading to current standards of heating, cooling, lighting, carpets and window coverings. We also improved public access and the working environment for Members and staff. The renovations were more disruptive

and took more time than anticipated but we finished within budget and are very pleased with the results. My thanks go to the Alberta Planning Board for approving this expenditure and for accepting the need for periodic upgrading as one of the normal responsibilities which comes with the advantages of building ownership.

It is with regret that I have to record the untimely death of Sandra Murtack of the Urban Planning Division. She and her three-year old daughter Jasmine were killed in a car accident while on vacation in B.C. last August. Sandra's partner and Jasmine's father was Pat McMahon, who is a former colleague at CRPC. This tragedy touched all of us at the Commission and in the many communities served by Sandra during her 12 years of employment with us.

The other staff changes have no such tinge of sadness. Rather they represent a welcome addition of new energy to the organization. Two new planners joined the Regional and Rural Planning Division: Kathy Beatson in Regional Planning Services and Allison Williams in Rural Planning Services. In the Urban Planning Division we welcomed a third new planner: Gordon Falk.

The experience of our longer-serving staff members provides depth to the service we give to the Commission and to our client municipalities. Last year we acknowledged this with ten-year silver pin awards to Kelly Laatsch, Co-ordinator of Drafting and Graphics; Bob Maniago, design planner, Gail Sokolan, the Regional Information System Co-ordinator; and Fred Young, the Supervisor in Urban Division.

I'll end on a personal note by recording that I also received my ten-year silver pin award this year. It has been a decade of enormous change for the organization and a satisfying career challenge for me. I am indebted to my colleagues, both politicians and staff, for their continued support as we face the next decade together.

Ivan Robinson, Director

REGIONAL AND RURAL PLANNING DIVISION

The Regional and Rural Planning Division is responsible for administering the Regional Plan, preparing rural general municipal, area redevelopment and area structure plans, providing planning advice to rural councils, and conducting general, region-wide research projects. The Division comprises two sections: Rural Planning Services, which is responsible for statutory planning matters, including related public participation, and advisory services to rural councils; and Regional Planning Services, which is responsible to the Commission on Regional Plan matters and research reports.

Regional Planning Services

Continuing involvement in implementing the Calgary Regional Plan was a major project for the Regional Planning staff in 1990-1991. During the year, Regional planners assisted the Commission by processing 13 Regional Plan amendments and nearly 1,000 subdivision and development referrals. Assistance on Regional Plan amendments and processing referrals is always a time-consuming task and was complicated in 1990-1991 by the continuing high level of subdivision and development in the Calgary region. Of particular interest in the past year is the Commission's efforts to amend the Regional Plan's recreation settlement policies, and considerable staff resources were spent assisting the Members. At year end, efforts to arrive at an amendment with a broad base of support amongst the Members were successful.

The Section's Municipal Census Assistance Program continued again this year, involving 9 municipalities. Staff provided forms and manuals, trained census takers, and compiled results. In January, the report, "Census Program 1990; Selected Comparisons" was published. At year end, we are gearing up for the 1991 program, in which 18 municipalities will participate.

Throughout 1990-1991, staff were actively involved in our research work on Prospect - A Compendium of Data and Forecasts of Socio-economic and Environmental Issues. The general objective of the work program on Prospect is to expand our information services efforts into a variety of areas of trend analysis and forecasting. The subject areas that have been selected, and for which reports are being prepared are: population, economics, land and housing, tourism, and outdoor recreation. At year end, these reports were completed or in draft form. Again this year, the Section also produced Regional Trends Review, which is a publication monitoring trends affecting the economy of the region.

Both Regional and Rural staff devoted considerable effort to the development of the Commission's computerized Regional Information System. In the past year, staff also represented the Commission on a number of external committees, including the Prairie Conservation Co-ordinating Committee, steering committees for Crown land plans, and the Alberta Transportation and Utilities Steering Committee for the development of a regional transportation forecasting model.

Regional Planning Services also operates the Commission's library, which makes an extensive collection of planning publications available to planners and the general public. During the year, the library was incorporated into an open work space. This has provided for the consolidation of the collection and better access to it as requests for information continue to increase. The Division is also responsible for the produc-

tion of the Commission's newsletter, "Update".

Rural Planning Services

The Rural Planning staff had a busy year in 1990-1991. For the M.D. of Foothills, staff were involved in preparing the Highway 2A Industrial Area Structure Plan. This Area Structure Plan will provide for future industrial growth in the corridor between Aldersyde and High River. Staff also assisted the M.D. in preparing the Priddis Area Survey. The objective of this survey is to evaluate residents' attitudes towards future country residential growth in the area.

For the M.D. of Bighorn, considerable effort was spent assisting Council in its review of the Three Sisters project in the Bow Valley. This development proposal is a large one and because of its location and scale, a wide range of planning issues need to be evaluated. During the past year, staff were invited to participate on a number of inter-agency committees affecting the M.D. of Bighorn, such as Alberta Tourism's Visual Impact Study, the Integrated Resource Plan, a Management Plan for a natural area in the Bow Valley, and the Bow Canmore Transportation Study.

For the M.D. of Rocky View, we are assisting municipal staff in reviewing and updating the M.D.'s General Municipal Plan. Late in the fiscal year, we began work in the demographic and sour gas areas; the demographic paper will document population trends and projections, while the sour gas work will update information on reserves and facilities, as well as regulations and policies pertaining to sour gas development.

Division staff also provided subdivision planning services for the rural jurisdictions, with the exception of the M.D.s of Rocky View and Foothills, which are their own Subdivision Approving Authority. On January 1, 1991, the County of Wheatland also became its own approving authority and we worked with County staff to ensure that the transition was a smooth one. Also in the rural jurisdictions, considerable staff time was spent assisting with the review of development proposals and providing advisory services to municipal planning commissions, councils and staff.

John Rusling, Manager

URBAN PLANNING DIVISION

Subdivision activity was 35% higher and development reviews were on par with last year in urban municipalities. Urban planning staff devoted considerable time to preparing, reviewing, and amending statutory plans and land use by-laws in addition to reviewing and processing subdivision applications. There was an increased emphasis in area structure plan preparation prior to the approval of subdivision and development applications. This emphasis was brought about in part by an increase in public awareness of planning decisions and actions affecting communities and sensitivity to environmental issues. An above average amount of staff resources were committed to refining policies, and public involvement during plan preparation.

The Okotoks General Municipal Plan was completed after a comprehensive public participation program. Preparation of a new General Municipal Plan for the City of Airdrie and the Village of Irricana has commenced.

The Division completed preparation of an area structure plan for entranceway commercial uses in Canmore and is in the process of preparing area structure plans for residential development in Chestermere Lake and Turner Valley. Staff assisted in the review of area structure plans prepared by consultants for the Towns of Cochrane and High River. The Division completed the preparation of an area redevelopment plan for the City of Airdrie which encompassed a portion of the downtown area and undeveloped lands adjacent to the downtown. Some of these lands have had development and subdivision plans approved but not yet developed. Considerable effort was spent on negotiation with landowners on policy and land use changes. An area redevelopment plan for the downtown and central industrial area of Cochrane was commenced and is in the inventory and public survey stages. A thorough public participation program is envisioned because of the complex issue of dealing with transitional land uses.

Major land use by-law reviews were adopted for the Village of Longview and the Town of Gleichen. A working draft of a new land use by-law arising from a major review of the existing by-law has been completed for the Village of Beiseker. Major land use by-law reviews arise out of changing development environments, provincial legislation amendments and policy, and public attitudes and council directives towards the development process.

The Division took an active role in the Local Development Initiative program last summer. Four regional sub-area meetings were organized, one each in Exshaw, High River, Strathmore, and Airdrie, where municipal administration, economic development officers, and councillors discussed the objectives of the Local Development Initiative and contributed to the preparation of the Commission's Regional Perspective Report which served as the basis of the Commission's response to the Minister's Council forum held in Beiseker in July. We are awaiting the program stage of the Local Development Initiative and are prepared to assist municipalities in developing strategies to implement community revitalization programs.

Collection of land related data for the Commission's computerized region-wide information system has now been completed for all the urban centres; as well, data has been collected for portions of all the rural areas. During this past year the

information system was used in the analysis and preparation of High River's Commercial Land Inventory Study; is assisting in the analysis for Cochrane's Downtown and Vicinity Area Redevelopment Plan; and is being used for the coordination of the census programs. Staff experimented with a utility software package on a pilot project to prepare computerized utility mapping for a portion of the Town of Okotoks. External to the organization, the system has aided municipalities in compilation of information for Alberta Municipal Affairs land inventory reports, address maps for fire departments, and housing inventories for housing authorities. As the system has grown, so has the demand for information.

In addition to the significant staff resources devoted to statutory and current work, staff provided assistance in the preparation of a parking study for Strathmore, Okotoks signage study, and a Trails and Open Space Plan for Canmore. Design concepts for residential development were prepared for undeveloped areas in Strathmore, Chestermere Lake, Waiparous, Turner Valley, and Black Diamond. A mobile home park design and modification to the industrial area concept plan were completed for Rockyford, and an industrial lot layout for municipality owned land for Irricana was prepared as part of a feasibility assessment for annexation. A recreation/residential development scheme and a shopping centre configuration were prepared for Okotoks.

Individual staff members continue to provide a substantial contribution to professional associations and organizations of the Alberta Association of the Canadian Institute of Planners, and Urban and Regional Information Systems Association. Staff have given presentations on our Regional Information System and planning projects as well as planning lectures to planning and surveying students at the University of Calgary.

The Division had a very rewarding year even though resources were stretched to accommodate a high level of subdivision and current work while preparing long range plans.

Karl Nemeth, Manager

ADMINISTRATION DIVISION

The Administration Division provides a wide range of support functions to the organization. Technical services such as drafting and graphics, word processing, and printing support the planning divisions, while the functions of personnel administration, project management, and the various aspects of financial accounting are provided for the entire organization.

In 1990, the Commission underwent a major renovation of our office space. This renovation was of particular benefit to our division because both the word processing section and the drafting/graphics section utilize open space work areas instead of individual offices for each staff member. By relocating the subdivision files, the central filing system and the map storage facilities out of these sections and into a central filing area, we re-routed traffic paths away from these busy areas and helped to create a more dedicated work area with fewer interruptions to their work. Another bonus is that, although the actual floor area that is allocated to the drafting department did not change dramatically, a small camera room as well as a separate layout room were incorporated into the final design. The end result is a much more efficient work space for both the word processing and drafting/graphics staff.

As far as work load goes, the drafting section experienced an extremely busy year. The corrections to our legal plans which are generated from the Land Titles Office and which must be incorporated into our base maps to keep them current, increased some 200% over the previous year.

We estimate that 90% of our drafting work is now done with computers. It is imperative that users of this technology stay current with its constantly changing aspects. To this end, the drafting/graphics section hosted a meeting for all regional planning commission technical support staff. Areas of discussion centred around the computer aided drafting (CAD) system and the implementation of its software. From feedback received, the meeting was a great success - we are looking forward to the next one which is scheduled for the spring of 1991.

As with drafting we estimate that the majority of the graphics work, approximately 80%, is now done on computers. Desktop publishing software has become indispensable in the creation and presentation of reports and displays. All text for report mapping is now done using a word processing software called Word Perfect. The results give maps a professional look that previously was attainable only by phototypsetting. The graphic artist works closely with the word processing section and, using this technology, we have doubled the number of typesetting quality reports which we produce while almost eliminating out-of-house typesetting expenses.

The financial aspects of administration provided some challenges this year. For the first time the Board departed from its policy of funding RPC staff with the same salary increase awarded to provincial employees. We were given approximately 35% of the total funds we required for this purpose. Because we had three staff positions become vacant for a portion of the year, we were able to cover the shortfall. We do not foresee where we could do this in the 1991-1992 year. Staff also handled the financial aspects of the renovations in that a new mortgage of approximately $250,000 was negotiated with the Treasury Branch.

Another time consuming task was co-ordinating the preparation of new position descriptions for all staff. Each employee actually wrote the first draft of their duties; the end result was arrived at by agreement between the incumbent and their manager. These position descriptions were used in a Position/Salary Survey which the Board conducted for all regional planning commissions so that they could determine if the Alberta Public Service classification and salary plans are being applied by commissions in a responsible manner. The overall conclusion of the report was that they are.

In keeping with heightened awareness of our environment, administration reviewed the three "Rs" of environmental management: recycling, re-use and reduction. The review reinforced our decision to continue to re-use paper for printed internal forms, to continue to reduce paper use by printing double sided documents whenever feasible, and to recycle used paper. Additionally, we will drastically reduce the use of styrofoam cups by having staff and Members use non-disposable coffee mugs.

All things considered, the year was a challenging one for the Administration Division. We look forward to serving the Commission staff and Members in the upcoming year.

Lyn Walker, Manager

FINANCIAL STATEMENTS

Deloitte & Touche

Deloitte & Touche
Chartered Accountants

2400 Scotia Centre
700 - 2nd Street S.W.
Calgary, Alberta T2P 0S7

Telephone (403) 267-1700
Fax (403) 264-2871

AUDITORS' REPORT

The Members
Calgary Regional Planning Commission

We have audited the balance sheet of Calgary Regional Planning Commission as at March 31, 1991 and the statement of revenues, expenditures and changes in operating capital for the year then ended. These financial statements are the responsibility of the Commission's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards. Those standards require that we plan and perform an audit to obtain reasonable assurance as to whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation.

In our opinion, these financial statements present fairly, in all material respects, the financial position of the Commission as at March 31, 1991 and the results of its operations and the changes in its operating capital for the year then ended in accordance with the accounting principles described in Note 1.

Deloitte + Touche

Chartered Accountants

April 25, 1991

BALANCE SHEET

as at March 31st, 1991
Calgary Regional Planning Commission
(Incorporated under the Planning Act of Alberta, 1977)

	1991	1990
Assets		
Operating Fund		
Cash	$ 113,802	$ 196,518
Accounts receivable	27,216	-
	$ 141,018	$ 196,518
Capital fund (Note 2)		
Land and building	$ 1,013,498	$ 747,398
Furniture and equipment	507,946	497,915
Due from operating fund for		
Building renovations	-	34,954
Computer acquisitions	10,000	10,000
	$ 1,531,444	$ 1,290,267
Liabilities and Fund Balances		
Operating fund		
Accounts payable and accrued liabilities	$ 44,193	$ 32,095
Due to capital fund as a special reserve for		
Building renovations	-	34,954
Computer acquisitions	10,000	10,000
Operating capital	86,825	119,469
	$ 141,018	$ 196,518
Capital fund		
Mortgage loans (Note 3)	$ 419,631	$ 212,481
Equity in fixed assets	1,111,813	1,077,786
	$ 1,531,444	$ 1,290,267

Approved on behalf of the Commission

Chairman

Ivan Robinson

Director

OPERATING FUND

Statement of revenues, expenditures and changes in operating capital for the year ended March 31st, 1991

Calgary Regional Planning Commission

	1991	1990
Revenues		
Alberta Planning Fund	$ 1,852,154	$ 1,857,040
Interest income	39,591	21,801
Subdivision fees	38,820	34,985
Miscellaneous	8,708	608
Publication sales	1,951	1,793
Map sales	1,307	2,859
	1,942,531	1,919,086
Expenditures		
Staff salaries		
Permanent	1,319,372	1,261,700
Overtime	37,675	31,794
Temporary	3,000	3,000
Staff benefits	153,782	140,030
Office		
Occupancy	72,981	65,054
General office supplies	14,322	19,850
Postage	10,461	10,562
Telephone	10,382	10,913
Equipment repairs and maintenance	45,444	41,458
Loan principal payments	42,850	37,382
Members' meetings	38,154	42,780
Interest	26,364	31,832
Renovation loan interest	8,892	-
Staff travel	28,396	36,281
Printing and duplication	22,032	47,462
Fixed assets (Note 2)	20,704	21,984
Special reserve for building renovations (Note 2)	15,046	34,954
Members' travel	12,603	12,563
Staff training	6,540	9,295
Risk insurance	2,414	2,175
Other operating expenses		
Consultants	19,740	11,220
Advertising	13,608	13,210
Recruitment and relocation	13,046	1,529
General	10,792	7,608
Legal fees	8,680	2,209
Land titles office	8,182	4,993
Audit and accounting	7,607	7,239
Public relations	2,036	921
Aerial photography	70	1,004
	1,975,175	1,911,002
(Deficiency) excess of revenues over expenditures	(32,644)	8,084
Operating capital at beginning of year	119,469	111,385
Operating capital at end of year	$ 86,825	$ 119,469

NOTES TO THE FINANCIAL STATEMENTS

1. Summary of Significant Accounting Policies

The Commission follows the accounting principles recommended by the Alberta Planning Board and prepares its financial statements on the fund basis of accounting using the accrual method. Fixed assets of amounts greater than $500 are capitalized in the accounts at cost, with no provision for depreciation or amortization. Fixed asset additions of amounts less than $500 are expensed.

A statement of changes in financial position has not been prepared because the information it would provide is apparent in the financial statements.

2. Capital Fund Assets

	Land and Building	Furniture and Equipment	Total 1991	Total 1990
Balance, beginning of year	$ 747,398	$ 497,915	$1,245,313	$1,204,586
Additions during the year from:				
Operating Fund	292,193	28,511	320,704	21,984
Special reserve of the Operating Fund for building renovations	50,000	–	50,000	–
Special reserve of the Operating Fund for computer acquisitions	–	–	–	26,208
Disposals during the year	(76,093)	(18,480)	(94,573)	(7,465)
	1,013,498	507,946	1,521,444	1,245,313
Due to Operating Fund for Building renovations				
Balance, beginning of year	34,954	–	34,954	–
Transfer to this reserve from year-end operating capital	15,046	–	15,046	34,954
Purchases	(50,000)	–	(50,000)	–
	–	–	–	34,954
Computer acquisitions				
Balance, beginning of year	$ –	$10,000	$10,000	$36,208
Purchases during the year	–	–	–	(26,208)
Balance, end of year	–	10,000	10,000	10,000
	$1,013,498	$517,946	$1,531,444	$1,290,267

3. Mortgage Loans

Loan One - $169,631

This demand loan, bearing interest at prime plus 1% with a minimum of 10% and a ceiling of 13 ¼%, is secured by a first mortgage on land and building. This mortgage is guaranteed by the Government of Alberta and is repayable in monthly principal and interest instalments of $5,768 amortized over a 15 year period. Principal payments are included in expenditures in the year they are made.

Principal payments based on an estimated 11% interest rate over the next three years are as follows:

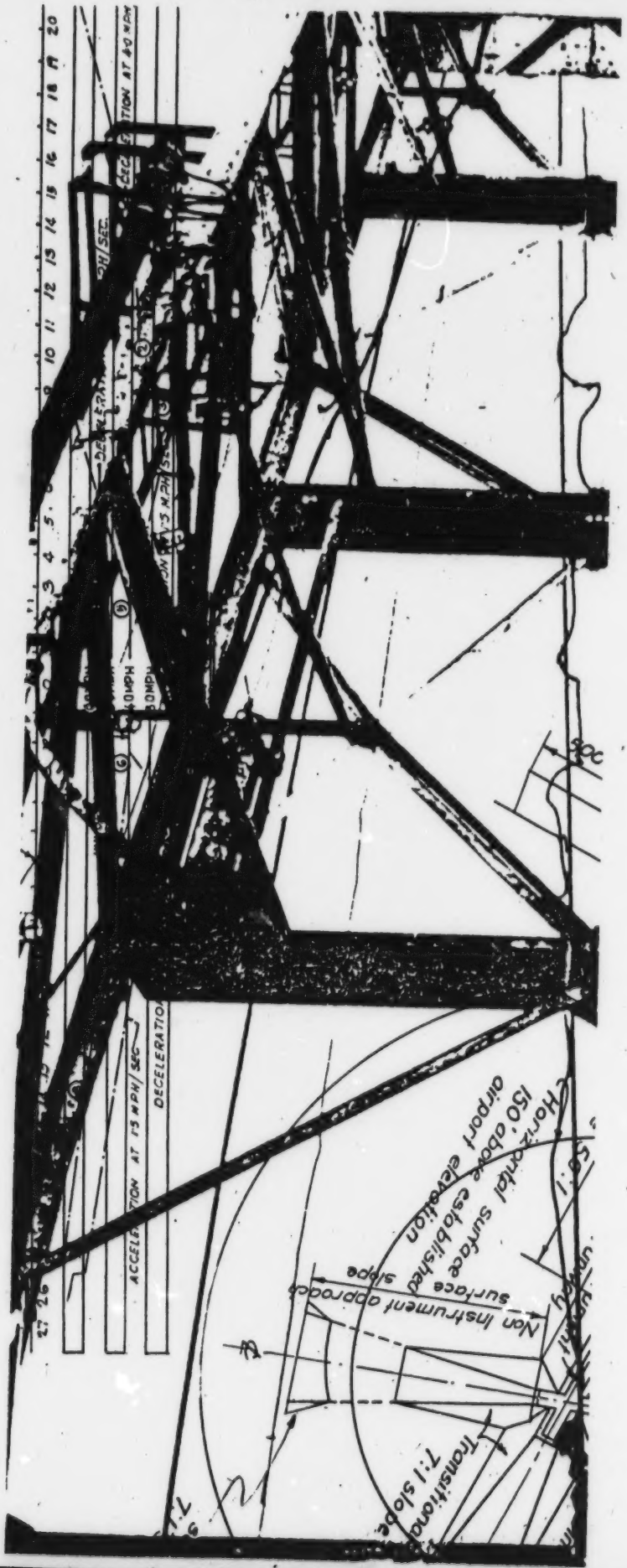
1992 -	$ 53,376
1993-	59,359
1994-	56,896
	$169,631

Loan Two - $250,000

This demand loan, bearing interest at prime plus ½% with a minimum of 12% and ceiling of 15%, is secured by a second mortgage on land and building. This mortgage is guaranteed by the Government of Alberta and is repayable in monthly principal and interest instalments of $3,255 amortized over a 25 year period. Principal payments are included in expenditures in the year they are made.

Principal payments based on an estimated 12% interest rate over the next five years are as follows:

1992-	$ 9,575
1993-	10,790
1994-	12,158
1995-	13,700
1996-	15,438
	$61,661


Transitional 7:1 slope
Non instrument approach surface slope
Horizontal surface established 150 above airport elevation
DECELERATION
ACCELERATION AT 13 MPH/SEC

STATISTICS AND PUBLICATIONS

STAFF MEETINGS

Location	Council, D.A.B., M.C.P*	Local Administration	Site Inspections	Public Groups, Open Houses	Government Agencies	Others**
Region		14	2	13	43	40
M.D. of Bighorn	44	18	13	5	33	47
M.D. of Foothills	4	8	14	5	12	24
M.D. of Rocky View		13	5			33
Co. of Wheatland	10	8	64		1	59
I.D. No.8						
City of Airdrie	6	10		2		2
Village of Beiseker	1	6				1
Town of Black Diamond	8	11	4	2		6
Village of Blackie	2	2				
City of Calgary		2		2		
Town of Canmore		3	2	5	3	5
Village of Cayley	3	2	2	3		2
S.V. of Chestermere Lake	20	12	6	5	2	26
Village of Cluny		3		3		
Town of Cochrane	17	12	4		1	7
Town of Crossfield	9	5	2	2	3	9
S.V. of Ghost Lake						
Town of Gleichen	2	2		2		
Town of High River	10	8	3		1	10
Village of Hussar						
Village of Irricana	6	6				
Village of Longview	7	5	1	3	1	2
Town of Okotoks	23	3	5			4
Village of Rockyford	3	1		2		
Village of Standard		1	1			
Town of Strathmore	15	11	10	3		6
Town of Turner Valley	1	2	5			
S.V. of Waiparous	5	3	1		2	1
Total	**196**	**171**	**144**	**57**	**102**	**184**

Notes:

* *D.A.B.: Development Appeal Board; M.C.P.: Municipal Planning Commission.*

** *Includes pipeline hearings, land use surveys, and meetings with consultants and landowners or developers.*

PROJECTS AND PROCESSING

Location	Regional Plan Amendments	Special Projects*	General Municipal Plans**	Subdivision Referrals	Development Land Use By-law Amendment or Redesignation Referrals
Region	1•	18			
M.D. of Bighorn	1	5			5
M.D. of Foothills	4	4		247	268
M.D. of Rocky View	5	2		243	205
Co. of Wheatland				26	
I.D. No.8					
City of Airdrie		2		8	
Village of Beiseker		1			3
Town of Black Diamond		1			7
Village of Blackie					1
City of Calgary	1			20	
Town of Canmore	1	2		13	
Village of Cayley					3
S.V. of Chestermere Lake		4	2		5
Village of Cluny		1			
Town of Cochrane		2			10
Town of Crossfield		1			3
S.V. of Ghost Lake					
Town of Gleichen					1
Town of High River		3	1		8
Village of Hussar					
Village of Irricana		1			
Village of Longview					
Town of Okotoks		3	1		12
Village of Rockyford					3
Village of Standard					
Town of Strathmore		2			12
Town of Turner Valley			1		1
S.V. of Waiparous					
Total	**13**	**54**	**5**	**557**	**547**

Notes:

* *Includes census assistance program, special research projects, feasibility studies, background studies, background reports for statutory plans and assisting municipalities on their response to Regional Plan amendments and appeals.*

** *Includes new documents, consolidations, reviews and amendments.*

• *Includes ongoing work.*

PROJECTS

Location	Land Use Bylaws*	Area Structure Plans*	Area Redevelopment Plans*	UrbanFringe and Annexation Reports	Municipal Design Work	Other By-laws**
Region						
M.D. of Bighorn		2		1	1	
M.D. of Foothills						
M.D. of Rocky View						
Co. of Wheatland						
I.D. No.8						
City of Airdrie			1	1		
Village of Beiseker						
Town of Black Diamond					2	1
Village of Blackie						
City of Calgary						
Town of Canmore					1	
Village of Cayley						
S.V. of Chestermere Lake		1			2	4
Village of Cluny						
Town of Cochrane		3				1
Town of Crossfield						
S.V. of Ghost Lake						
Town of Gleichen	1					
Town of High River						
Village of Hussar						
Village of Irricana					1	1
Village of Longview	1					
Town of Okotoks		3			1	2
Village of Rockyford					2	
Village of Standard						
Town of Strathmore					1	
Town of Turner Valley					1	
S.V. of Waiparous					1	
Total	**2**	**9**	**1**	**2**	**13**	**9**

Notes:

* *Includes new documents, consolidations, reviews and amendments.*

** *Includes by-laws for road closure and disposition of municipal reserve.*

SUBDIVISION DECISIONS

Location	Tentative Subdivision Plans					Outline Subdivision Plans			
	Total*	Commission Approved	Director Approved	Refused	Pending	Total*	Approved	Refused	Pending
M.D. of Bighorn	13	6	4	1	2				
M.D. of Foothills									
Co. of Wheatland	83	15	37	13	18•				
Village of Beiseker									
Town of Black Diamond	4	3	1						
Village of Blackie									
Town of Canmore									
Village of Cayley									
S.V. of Chestermere Lake	21	6	6	7	2	1	1		
Village of Cluny									
Town of Cochrane	10	7	1	2	1	1			
Town of Crossfield	8	3	3		2				
S.V. of Ghost Lake									
Town of Gleichen	1	1							
Town of High River	20	6	12		2	1	1		
Village of Hussar									
Village of Irricana	3		2		1				
Village of Longview									
Town of Okotoks	18	14	3		1	1	1		
Village of Rockyford									
Village of Standard									
Town of Strathmore	11	3	8						
Town of Turner Valley	5	3	2						
S.V. of Waiparous									
Total	**197**	**67**	**79**	**21**	**30**	**4**	**4**		

Notes:

- *Totals include work on subdivision applications carried over from the previous fiscal year.*
- *Includes applications transferred to Wheatland subdivision approving authority.*

SUBDIVISION DECISIONS

Decisions on Tentative Plans

	Urban	Rural	Total
Approved	84	62	146
Refused	7	14	21
Total	**91**	**76**	**167**

Reasons for Refusal on Tentative Plans

	Urban	Rural	Total
Contrary to Land Use By-law	7	14	21
Contrary to Regional Plan			
Contrary to Subdivision Regulation			
Contrary to Subdivision Regulation and Regional Plan			
Total	**7**	**14**	**21**

Appeals to the Alberta Planning Board

	Urban	Rural	Total
Withdrawn			
Upheld	4	8	12
Dismissed	2	1	3
Varied		1	1
Total	**6**	**10**	**16**

"Upheld" means the CRPC decision was overturned;
"Dismissed" means the CRPC decision was affirmed;
"Varied" means the CRPC decision was amended, usually by deleting a condition.

SUBDIVISION DECISIONS

	April 1, 1989 to March 31, 1990	April 1, 1990 to March 31, 1991
Total Tentative Applications Received	158	172
Total Outline Applications Received	8	4
Total Urban Lots Approved		
Single Family	424	734
Semi-Detached	21	78
Multi-Family	6	16
Industrial	15	10
Commercial	20	18
Public Use/Institutional	13	22
Total	**499**	**878**
Total Rural Lots Approved		
Country Residential (2 to 10 acres)		18
Agriculture (10 to 80 acres)	18	24
Isolation of Farmstead	24	41
Hamlet Residential		2
Hamlet Commercial		
Hamlet Industrial		
Hamlet Public Use/Institutional		
Rural Industrial		
Rural Commercial		
Rural Public Use/Institutional	3	2
Other		1
Total	**45**	**88**
Total Lots Approved	**544**	**966**

PUBLICATIONS

Municipal Plans

City of Airdrie First Avenue Redevelopment Plan, 1991

Okotoks General Municipal Plan, 1990

Land Use By-laws

Town of Gleichen Land Use By-law, 1990

Village of Longview Land Use By-law, 1991

Studies and Background Reports

Annual Report 1989/1990, 1990

Town of Canmore Trails and Open Space Plan, 1991

High River Central Commercial Area Land Inventory Study, 1990

Prospect '90, Tourism Trends in the Next Decade, 1990

Local Development Initiative, Calgary Region, Regional Perspective Report, 1990

Census Information

Airdrie Census Results, 1990

Black Diamond Census Results, 1990

Canmore Census Results, 1990

Chestermere Lake Census Results, 1990

Cochrane Census Results, 1990

Crossfield Census Results, 1990

High River Census Results, 1990

Rockyford Census Results, 1990

Strathmore Census Results, 1990

Census Program, Selected Comparisons, 1990

General Information

Information: A Guide to Municipalities within the CRPC

Regional Trends Review

Newsletter, "Update"